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Missouri's Conservation Program Moves Ahead

By the Director

of the

**Missouri
Conservation
Commission**

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MISSOURI'S CONSERVATION PROGRAM MOVES AHEAD

By I. T. BODE, *Director*

MISSOURI CONSERVATION COMMISSION

IS THE Conservation program of the State of Missouri working? Yes, it is; and here are the evidences of it:

- I. The people are thinking about conservation as they have never thought of it before. Everyone is giving some sort of thought to it.
- II. It is working because the people of the State and the Conservation Commission itself have consistently expected, and built policies and programs around the principles declared to be fundamental by the people when they established the Commission.
- III. It is working because the program and activities of the Commission show concretely that big strides have been taken toward actual restoration of fish, game and forest resources.

I.

THE CONSERVATION PROGRAM IS WORKING BECAUSE PEOPLE ARE THINKING ABOUT CONSERVATION AS NEVER BEFORE.

Probably no one subject has been more widely discussed pro and con during the past year than has the State's new conservation program. This is the most healthful thing that ever happened for the sake of the program, because it means that the people are *thinking* about it. Now, whenever people get down to actually thinking about anything the result is usually pretty sound. Some thinking may be a little selfish, some of it biased, some of it uninformed, but, by and large, over a period of time, the people themselves usually land right side up, with the constructive elements on top. That is happening with conservation in this State.

A major result of this thinking is that all of us are beginning to appreciate some of the bed rock principles involved in the complicated program of building back and wisely using our natural resources.

Some of the Fundamental Principles Necessary to Consider.

1. In the first place, we are beginning to appreciate that a very large part of our whole national welfare depends upon maintaining and using sanely our natural resources. A large part of the turmoil in Europe today is over the control of natural resources in those countries where they are scarce. The history of the world is full of examples of nations whose life, morals and economy became impoverished when the common people no longer had a chance to get into the open and

enjoy fishing, hunting, picnicking, swimming, the birds and flowers and trees. When these are gone people's souls begin to shrink and they are not happy. We have come to see fairly well some of the values in such resources as oil, coal, lumber and soil; but, we have just begun to realize the real dollars and cents value, as well as the esthetic value, of such things as hunting, fishing, swimming, boating, hiking, and riding in the out-of-doors. We have placed values on recreation such as movies and baseball, and we are willing to pay considerable sums of money each year to enjoy them, but the idea of what it is worth to us to maintain picnicking, fishing, hunting, and the opportunity to go out and look at the birds, the trees and the flowers for the recreation and joy those things give us is rather new. And so, we are just beginning to realize that these things do have a very important place in our national economy, welfare and happiness, and that we must save some of them for our people for all time.

2. In the second place, we are beginning to realize that conservation requirements and activities are so closely tied together that no one part can be dealt with separately.

Here are a few examples:

We consider flood control and immediately we face problems of maintaining running streams, changed watershed conditions, new uses of lands and relocation of people on the land.

We study land drainage and immediately we run into problems of decreased waterfowl marshes, unpaid bonded indebtedness, raising of land costs, and increased flood conditions beyond the drainage area.

We think of intensified agriculture and immediately we are confronted with problems of soil erosion, stream siltation, and decreasing cover and food for wildlife.

We consider industrial development and immediately we must face problems of stream pollution, industrial wastes, and the influence of these and highly fluctuating water levels on fish and other aquatic life.

We try to solve the problem of furnishing outdoor recreation to an ever increasing mass of people, and immediately we must consider problems of private land owners, trespass, and the handling of this increasingly large group under such rules as will give everyone a chance.

Now, the purpose here is not to discuss one way or the other the merits of these problems, but to present them simply to show how complicated this job of developing a satisfactory conservation program really is.

3. Again, our thinking about conservation has brought us to a different realization of economical use of land. At one time we expended most of our time and effort trying to figure out how we could make *land* produce for us the kind of crop we wanted to raise. Now we are beginning to realize that land has some very definite limitations in this direction and we must, instead, devote our time and effort to a study of what *crops* are best suited to make the land we have under consideration yield the best return.

4. Another very important realization is that there is no solution to this complicated problem except through *cooperative* effort and only when broad, national, human welfare, and not individual selfishness, becomes the main objective.

5. Our thinking is rapidly proving to us that restoration and maintenance of natural resources such as fish, animals, birds and trees and a more liberal use of them can only take place when we provide for two things: (1) adequate places, with food and cover, for these things to grow in, and (2) *for sending back to those natural homes enough parent breeding stock to produce large enough populations to fill up those natural homes and in turn produce a larger crop that we can harvest.*

II.

THE CONSERVATION PROGRAM IS WORKING BECAUSE THE PEOPLE AND THE CONSERVATION COMMISSION ITSELF HAVE CONSISTENTLY HELD TO SOUND FUNDAMENTALS IN DEVELOPING POLICIES AND ACTIVITIES.

I am convinced that no other State has started on such a firm foundation or made as much progress in as short a time as has the State of Missouri in its conservation program. And this is the national viewpoint also.

This has happened and has been possible for only one reason; the people themselves have done it. No person or no one body like the Conservation Commission could have made this progress without the vision of the people and the wholehearted support, patience and sound thinking of the people themselves to back them up. And the people of Missouri have given these things.

How the Commission Went About Its Job:

Insisted on Sound Procedure:

The Commission has consistently refused to be stampeded. It has consistently maintained that most progress would be made by laying solid foundations and not by doing those things which might be spectacular and win popular acclaim but which might have little lasting benefit. It has, above all else, consistently maintained that this is the people's program and that as such it cannot be successful unless the people are made a part of it.

Sought Advice and Counsel:

In an effort to determine how to proceed without waste of people's money and without wasting time in trial and error at those things that other states had found would not work, the first step the Commission took was to counsel with the best authorities it could find and with representatives of states who had had long experience in developing conservation programs. It determined first of all what its functions should be and around what general plan it should organize its work. Some two or three months were spent in this study. The result was the determination that the program should be built around five principal functions:

1. Sound administration of its personnel and business affairs.
2. Effective protection, fair law enforcement, and intelligent regulations of use of resources.
3. Fact finding (practical or applied research).
4. Production of fish, game, fur and other wildlife resources and forests, including especially the importance of natural reproduction.
5. Service to the people through informational and educational activities.

Laid Down Fundamental Policies:

The next step the Commission took was to study and lay down the fundamental policies upon which it was to proceed. Again, the Commission took time to study over and work out policies that would be most lasting. After a number of months of work, and after repeated conferences with individuals and interested groups all over the state, and after many meetings and discussions with staff members, the Commission hewed out some of the foundation stones for the house of Conservation. Outlined below are some of the most important of these.

1. *All policies of the Commission and all activities and programs shall be from the standpoint of lasting and ultimate good rather than from the standpoint of rapid popular acclaim at the sacrifice of ultimate, long-time benefits.* The Commission believes that the long, hard fight the people went through to secure the present program was in itself an expression of what they were expecting in this direction. This is not always the easy way. Often the popular way to acclaim and "patting on the back" is to do those things which make a big show in a hurry. But, the Commission does not believe that this is what the people of the state want. They want a program that will be sound enough to last for years.
2. *There can be little progress or permanency without a sound business administration of finances, personnel and work.* The Commission has therefore set about putting its finances on a sound business basis and selecting its staff entirely on the basis of training, experience and proven ability to do the job. These items are discussed in more detail later in this report.
3. *There can be no permanent restoration of wildlife or forest resources, merely on the basis of fish hatcheries, game farms, or tree nurseries.*

This statement should not be misinterpreted. *The fish hatchery, the game farm, and the tree nursery all have their place in the program.* But, when one stops to consider only the pure economics of the proposition, it does not take long to realize that there isn't, and there probably never will be, enough money to grow artificially the fish, game and trees, all ready to put out into the wild for the fisherman to catch, the hunter to shoot or the timber user to cut. Take a common example, bob-white quail. At a very conservative estimate it costs the state at least \$1.25 to raise a quail to a size ready for shooting. Now, the hunter pays either \$1.00 or \$2.00 or \$2.50, depending upon whether he buys a county hunting or fishing permit, a state-wide hunting permit or a state-wide hunting-and-fishing permit. At either of these prices, it does not take long to figure out how many quail the Commission could furnish a hunter and just how much hunting there would be for each man if production by game farms were depended upon to furnish the crop that is harvested.

Therefore, the Commission believes that *the place of the fish hatchery, the game farm and the tree nursery is to replenish those lands and waters where natural breeding stock for one reason or another has become depleted and needs to be built up, so that nature can in turn produce the crop for harvesting.*

4. If the foregoing things are true, then *there can be no basic restoration program unless two principles are followed:*

- (a) *Environment, or in other words natural homes, must be increased, so that a larger population can be accommodated.*

- (b) *Increased living space or environment does little good unless there can be sent back each breeding season an adequate stock of parent breeders to refill the environment.* This is just as true for fish as for game animals or game birds. Hence, one of the first jobs in the restoration program is to so regulate the use of the wildlife resources that there is not taken every year more than is produced. This is the same principle that we apply to our bank accounts, our farming and our business. If you are a farmer and are trying to build up a herd of beef cattle, do you consider it good business and progress toward "restoration" of your herd to put your cows on the market when they are about two-thirds heavy with calf? I doubt it. I think you would at least wait until the calf crop was dropped. If you were trying to build up a little bank account, and if you started with \$100 at 3% (\$3.00) interest, would you go to the bank at the end of each year and draw out \$5.00? Well, we can't draw on the capital or breeding stock in wildlife year after year, either, and still expect it to increase the surplus crop for harvesting. And so we must get our production of wildlife onto a business basis.

5. Again, if the foregoing things are true, then *there is going to be no real progress in restoration unless the people will do their part in the program, including the farmer and the landowner; hence, one of the most important foundation stones in the whole Commission policy, "COOPERATION".* The job is too big for any one man or any one commission or any one organization.

There is no use in letting jealousy for acclaim or "pride of authorship" block the program.

The Commission's policy, therefore, has been to enlist anybody, or any organization or any agency that is willing to carry a part of the load or do a part of the job. At the present time, the Commission enjoys a most genuinely helpful cooperation with a large number of groups of hunters and fishermen, individually and in organizations, with farmers as individuals and in groups, with farm organizations, with the 4-H and Future Farmers Clubs, with the AAA and the Agricultural Extension Service and the County Agricultural Agents, with the Soil Conserva-

tion Service, with the U. S. Forest Service, with the U. S. Fish and Wildlife Service, with the National Park Service, with the State Department of Education, with the State University, and with others. In all of these cases the cooperative effort is a great deal more than merely a friendly feeling or expression of attitude. It is a matter of active projects and actual cooperative accomplishment toward restoration and conservation.

6. Lastly, the Commission believes that *no activity, no policy or no conclusion should be reached or carried out except on the basis of facts as nearly as it is possible to determine them.* All of its activities, its regulations and other conclusions have been made only after the best information available has been carefully considered and all facts weighed from all viewpoints.

III.

THE CONSERVATION PROGRAM IS WORKING BECAUSE THERE IS CONCRETE EVIDENCE OF THE PROGRESS BEING MADE.

The following will give some idea of the strides that have been taken and the forward progress of the work of the Commission during the past two years.

1. Progress in Fish, Game and Forest Production:

Efficient staff in charge of work:

All of this work has been placed under a staff, carefully selected for their knowledge, training and experience. It is one of the best staffs of any state in the country.

Increasing Production Through Cooperation with Land and Conservation Groups.

Game and fish are being produced and restored through natural means supplemented by distribution of breeding stock.

There have been established 950 voluntary cooperative producing areas for game and fur bearers, which include over 1,021,000 acres of land and 3,117 individual land owners and farmers. This is a pretty big producing plant for game.

There are 201 areas in 39 counties with 775 individuals cooperating in the production of fish; and last year, in addition, there were 24 cooperative fish rearing ponds established and managed by local groups in 17 counties for which the Commission furnished advice and assistance and over 227,000 young fish fry for rearing. These reared fingerlings were then placed in the waters in the vicinity of the rearing ponds with the assistance of the Commission. This is in addition to the production in state hatcheries. Surveys by the Commission showed that one of the greatest limiting factors for quail production in parts of the state is lack of adequate permanent water holes. Hence, last year, to encourage the building of better farm ponds for wildlife watering places, the Commission made available 14

scrapers to farmers who would construct ponds of satisfactory type. 160 of these wildlife watering places were built. There will be 26 scrapers available this year.

Sanctuaries Established for Special Purposes.

Last year there were 6 wildlife sanctuaries established for the purpose of protection of special species, including beaver, deer, turkeys, waterfowl, and song birds.

Land Added to State-owned Producing Refuges.

4,100 acres of land were added to the producing refuges already owned by the Commission. This included the addition of two new producing areas, one of which is being set up as a demonstration of how a farm area can supplement the raising of forests and game by practical methods. Eight areas with a total of 67,000 acres mainly for deer, turkey and fur bearers were established as producing refuges in cooperation with the United States Forest Service on National Forest areas.

Quail, Turkeys and Deer Stocked on Breeding Areas.

During the past 18 months the Commission has stocked over 20,000 quail, 500 wild turkeys and 75 deer on special areas. All of these have gone out as breeding stock on areas carefully selected and protected.

Wildlife Fed During Winter Emergencies.

Last winter the Commission made available for winter feeding over 200 tons of feed, and it is certain that at least that amount was put out in addition by local groups and individuals.

In this winter feeding program there were cooperating 10,000 4-H Club boys and girls, 2,000 vocational agriculture students, 1,000 Nature Knights, 500 Highway employees, and at least 2,000 sportsmen and other local leaders.

Last spring between nine and ten tons of lespedeza seed were furnished to juniors, farmers and sportsmen groups for planting of wildlife food patches.

Increased Fish Production.

There has been one new fish hatchery built and two other hatcheries completed by the Commission. The distribution of fish has been brought up to a little over 4,000,000, about 25% of which is bass, approximately 5% trout and the balance species such as bluegills, crappie, black perch, sunfish, and channel catfish. This production of fish is almost entirely on the basis of fall fingerlings rather than young fry just hatched, and does not include distribution made by the U. S. Bureau of Fisheries.

Fish Rescue Program Started.

Last year the Commission provided its district and local Conservation Agents with equipment to help in the rescue of fish from waters that were drying up. This year there has been put into operation the first complete fish rescue unit, consisting of a special truck with tanks and water

areating facilities and a special crew to carry on rescue work. A second unit will be in operation soon, and it is hoped to get two more units in operation by another year.

Has Obtained Federal Funds for Game Production and Forestry.

Because of the provisions of the Conservation Amendment Missouri became immediately eligible for Federal allotments of funds from the Wildlife Aid Act. The first year these Federal funds amounted to approximately \$30,000, last year approximately \$42,000 and for the coming year somewhere between \$52,000 and \$62,000. These funds are for game restoration purposes and are matched by the State on the basis of 25% State to 75% Federal funds. The entire program is determined and administered by the State. The amount of funds available to the State is in proportion to population and the amount of money received from hunting permits. Missouri has been in a position to accept all of the funds allocated to date.

Because of the present set-up, additional Federal funds have been made available through the Forest Service for development of the forestry program. These have amounted to approximately \$18,000 a year for the past two years.

A Cooperative State Forestry Program Established.

Realizing the close association between wildlife and forests and the dependence of many forms of wildlife on forest protection, those who formulated the Conservation Amendment provided for a forestry activity. This has made it possible for the Commission to establish a new State Forestry Department as a part of the Division of Fish, Game and Forests.

Under this department for the past two years there have been something over 1,000,000 trees distributed to farmers and land owners for planting of woodlots and windbreaks. Five forest-fire control districts have been established with a district forester in charge of each, and with twenty-five local residents employed as forest guards. Eight fire towers have been established and manned with fire lookouts. Better than 700,000 acres of land are now under this forest-fire protection plan, involving voluntary cooperative agreements with 1,200 land owners and farmers.

2. Progress in the Protection Service and Law Enforcement.

Service Reorganized on Merit Basis.

This service was completely reorganized and all men now on this staff have arrived there only after rigid written examination, oral interview, field investigation and physical examination. Neither in this branch of the Commission's service nor in any other branch does the Commission inquire into the religion or the political affiliations of the candidate. The entire staff and all employees may worship and vote as they please, but they may not take part in political activities.

They must be loyal Americans and loyal supporters of our American form of Democratic Government.

The Missouri Protection Staff is among the best in the nation.

Increase in Size of Protection Staff.

The Protection staff has been increased by 15 men over what it was when organized.

Increase in Efficiency of Protection Staff.

The State has been divided into four districts with a district supervisor over the protection officers in each district. This gives the men much closer supervision and helps in intensifying the protection work.

The number of arrests for major violations has increased and percentage of convictions for violations has increased to better than 92%. This is significant, in that our officers cannot convict violators, but may make affidavit only. A suspected violator can be taken to trial and convicted only upon the information of the county prosecuting attorney and by the regular courts in the same manner as for violation of any other law. The increase in convictions means that prosecutors and courts are able to place increasing confidence in the kind of a job that our protection staff is doing.

Officers Placed in Uniform in Interest of Greater Service to Public.

The protection officers have been placed in uniform. There is of course, a large part of the field patrol work that cannot be done in uniform, but the people are realizing that being able to recognize a conservation officer is distinctly helpful in knowing where to go to receive help and information on fish, game, and conservation questions. The uniform is serving to distinguish this group of men as service men and as much more than merely police officers.

Officers Given Special Training.

The entire protection staff goes through an intensive training course each year, lasting from one week to ten days.

Protection Staff Conducting Important Educational Program.

This force of men last year held over 1,500 meetings with a total attendance of over 300,000, telling the story of conservation to youngsters and grown-ups all over the State.

3. Progress in the Making of Regulations Governing the Taking and Use of Wildlife Resources.

It is doubtful if there has ever been a more democratic procedure adopted for the making of regulations, or a procedure which has gone to such lengths to enlist the co-operation of the people.

Complete details make a long story, covering nearly a year and a half of effort and study. Following is a brief summary of the essential steps taken.

Starting better than a year ago last January, the Commission was urged on every hand to hasten its revision of the fish and game code. There was a heavy pressure to get this done immediately, but, consistent with the policy to proceed only upon the basis of careful study and facts, the Commission desired to go into this matter as thoroughly as possible.

Public Hearings the First Step in Making Regulations.

After preliminary consideration of the procedure, the Commission started its revision by holding a series of hearings over the state. These were for the purpose of learning from the people what they were thinking about and what their desires were with regard to regulations. The places of these hearings were set so that no one had to travel much over 50 miles to get there, and none of them were set in larger towns or cities so that city groups could be accused of the opportunity to "pack the meeting". Commission representatives were instructed to carefully avoid asking questions or guiding discussion in any way that could be interpreted as trying to influence the free expression of the people. Stenographic notes were taken of these meetings.

Results of Hearings Summarized and Studied.

The next step was the gathering together and tabulation of the expressions at these meetings. This was no small task and the one outstanding evidence was that there was scarcely a proposal on which there was a unanimous opinion. On some of the most important issues opinion was almost divided as for or against.

With this information before them, the Commission then studied these proposals for several meetings, finally deciding upon the subject matter to be included. It was very important in this connection to avoid regulating those things which invaded the rights of the individual and to adhere to regulations of the use of the resource, as provided for by the Conservation Amendment. The amendment, not the Commission, repealed those sections of former laws inconsistent with it, but it did not repeal those sections regulating the rights of individuals guaranteed them under the Constitution.

Tentative Draft of Regulations Drawn up and Submitted to the People.

When the general subject matter had been determined, the staff was then instructed to draw up with legal assistance a draft of the details.

This tentative draft was then submitted to the Commission for study and revision. This took several months. With such revisions as were made the staff was next instructed to prepare in detail form the proposed regulations and to mimeograph a large number of copies for distribution throughout the State. Between 2,500 and 3,000 copies were distributed to the press, to county agricultural agents, offices, to farmers and sportsmen's organizations, to prosecuting attorneys, etc. The purpose of this preliminary draft was *to give the people a chance to read and consider in detail all of the regulations* that were being considered by the Commission. And the people were invited to comment upon same.

Final Regulations Adopted.

All of these comments were then placed before the Commission together with the results of special meetings with groups such as fur dealers, rabbit dealers, fox hunters, farmers, commercial fishermen, etc.

The Commission then spent nearly 60 days in going over this material and finally arrived at the form of the regulations as issued January 1, 1940.

Provision Made for Prompt Adjustments and Adaptations to Special Species and Special Conditions.

At the time the final form was adopted, and realizing that as soon as the new regulations went into application certain defects might appear, and wishing to get the new code onto a practical working basis as rapidly as possible, the Commission instructed its staff to start an immediate study of the application of regulations and to lay before it as rapidly as possible any modifications that seemed advisable and still consistent with the one underlying policy that all regulations must conserve and restore the wildlife and forest resources. This was done, and the modifications made by the Commission during the early part of this year (1940) were in line with this planned program to get the regulations down to a working basis as soon as possible.

This is a very brief account of the making of the regulations, but it is evident throughout each step in the procedure that the problem and the working out of the solution were carried out to the people.

4. Advances Made in Administration of the Department.*An Efficient Organization:*

Organization of the work of the Commission has been set up around the five major functions.

- (a) Division of Administration and Protection, including
Central Office
Budgets and Accounts
Protection and Law Enforcement

- (b) Division of Fish, Game and Forest Production, including research.

- (c) Division of Information and Education.

The Commission has established a trained staff of men in charge of the work, and Missouri need apologize to no State in the Union for the quality and efficiency of this staff. All but five members of this staff and the entire employed personnel of the Commission have come from the State of Missouri.

Outstanding Indebtedness Cleared and Budget Plan Inaugurated.

The Commission had cleared up all outstanding indebtedness by July 1, 1938, and on that date went onto a budget basis for making all of its expenditures. There is now established and made a matter of record in the official transactions of the Commission an annual budget of expenditure. The Director and the chiefs of the divisions

and sections cannot exceed the allotments of this budget. Additions or reductions can be made only by the Commission itself.

Regular State Fiscal Procedure Adhered to.

As has always been the case with the Fish and Game work, the books of the Commission are audited by the State Auditor's office, the same as for any other state department. In making this audit authorizations of the Commission are checked against expenditures the same as other state departmental expenditures are checked against the appropriations act. All purchases of the Commission are made through the State Purchasing Agent, in accordance with regular procedure.

The Commission operates entirely from the funds received from fishing, hunting and other permits, and does not receive any of the general tax revenue of the State. These funds are designated for the use of the Commission by the amendment and are safeguarded by the amendment against diversion for any other use.

The budget plan permits control of expenditures in such a way that bills, salaries and expenses are paid monthly and the only outstanding indebtedness is for current commitments where transactions have not been completed.

Modern Bookkeeping and Cost Accounting System Established.

There has been established in the accounting office a modern bookkeeping system so that at the end of each day it is possible to get a complete statement of the financial condition of the department. The system also sets up a modern cost accounting plan so that the costs of carrying on the various phases of the work can be determined and checked.

5. Progress in the Information and Educational Service.

The Commission believes that one of the foundation stones in its success is education and making available to the public information concerning its work, plans and program. It is often difficult to get this information to all of the people who should have it and are entitled to know what the Commission is doing. The following data will show, however, that the Commission recognizes this obligation and is rapidly building up its service in this respect.

Weekly News Release and Special Information Service.

A weekly news release is now being sent out to over 700 newspapers and publications in the State. Last year there were between one and one and one-half million pieces of informational literature, circulars and bulletins sent to those carrying on programs of work or making special inquiries. The office of Information answers approximately 400 separate inquiries each month.

A Quarterly Publication Issued.

The Commission distributes a quarterly publication known as "The Conservationist", giving details about the work. This is available to anyone who wants it for 25c a year,

which cost just about covers postage and mailing. It is sent free to all who are specifically cooperating as signed-up voluntary cooperators with the Commission in Fish, Game or Forest production and protection work.

Junior Educational and Activities Programs Initiated.

Last year there were 25,000 boys and girls cooperating through the "Nature Knights" program. This is a program of work made available to any boy or girl in the State who wishes to work for restoration of wildlife and forest resources. Certain simple requirements for active work must be met and simple awards are offered. It does not require the setting up of any new organization, but can be used in any group of youngsters or by any individual boy or girl.

Last year also there were competing for the Edward K. Love Foundation awards approximately 20,000 4-H Club members and 8,000 Future Farmers. The Information Service of the Commission took an important part in the conduct of this program of work, which awards cash prizes and scholarships to the University to boys and girls accomplishing outstanding results in wildlife and forest restoration.

Sound and Movie Truck Placed in Operation.

The Commission has had in operation for better than a year a sound truck, which carries its own generating plant and slide and motion picture projection equipment, and can show and tell the story of conservation any place in the State, whether there is electric current available or not. It is available for meetings to any group or for any part of the State if not already booked out on the dates requested. This truck made showings last year at 227 different meetings to a total attendance of over 35,000.

Special Exhibits Prepared.

Special exhibits have been placed at the State Fair, at several of the larger sportsmen's and Farmer's meetings and at a number of smaller meetings. Because of the large expense attached to the making of special exhibits the Commission cannot go as far in this direction as it would like to go and hopes to go in the future.

Field Service Agents Aid Local Groups.

There are now on the job four field service agents, whose job it is to meet with individuals, committees and groups of farmers, sportsmen and others to help with local programs of work and to give the people all the information they can about the Commission and its work.

6. Progress Made in Fact Finding or Research.

The Commission has felt that, because of the large investment necessary to establish laboratories, etc., to carry on satisfactory fact finding, it could do the best job in this field if work could be conducted in cooperation with those agencies already set up and equipped for such purposes. It believes also that this type of activity is essential to

the building up of a proper program. The work done to date has already established the wisdom of these conclusions.

At about one-third the cost it would have required to set up such a program on an independent basis, the research program has saved in dollars and cents enough to pay for the total cost several times over. For example, through methods developed for making an estimate of the quail population on a state-wide basis in advance of the hunting season, there has been saved enough in time and travel expense to pay for the whole research program. As another example, the investigation work in the fisheries program during the past year, by furnishing facts for a more systematic plan, has shown the way to enough saving in fish distribution to more than pay for the cost.

By cooperating with the University and the U. S. Fish and Wildlife Service the Commission is getting better than \$20,000 worth of investigation work done each year for an expenditure on its part of only \$6,000.

YES! THE PROGRAM IS WORKING.

Folks, these are some of the foundation stones being laid in the building of the house of conservation for the State of Missouri. These are some of the accomplishments within the space of only two years. These are the reasons why the Commission feels it can say honestly to the people in the State that THE PROGRAM IS WORKING.

No Easy Way Out—Fundamentals Must Be Met.

If there were any easy way out, if there were any state in the Union or any other Nation that could furnish a quick-working, cure-all formula for restoration, we would surely go after it. But no one or no state has yet found a way to permanent restoration of the forest and wildlife resources except through the recognition of and the carrying out of the foundation requirements involved. Therefore, if we in this state want more fish and more game and more song birds and better timber producing areas, we will have to do those things that have been found necessary through long experience. Let me repeat again the only formula that has been found to work: (1) More places in which these things can find the necessary elements to live and produce and (2) THE SENDING BACK TO THESE PLACES OF ENOUGH BREEDING AND PRODUCING INDIVIDUALS TO FILL UP THE LIVING QUARTERS AND TO FURNISH IN TURN LARGER SURPLUS CROPS THAT WE MAY TAKE OR HARVEST. Once the circle is started on the up-grade, the use of fish, game, and forests can be constantly increased, and the policy of regulation of that use can be "liberalization", rather than "restriction". But, for a while, there is only one way out and that is to so regulate use that we can increase our breeding or producing stock. It is the same management principle that we apply to farming and business.

Regulations Must Favor Restoration First.

That is why, admittedly, the regulations as they have been revised stand in favor of the wildlife resources, rather than in favor of the desires of individuals simply to take more regardless of depletion of breeding stock.

No State Has a Greater Opportunity to Build an Outstanding Program.

With the sound thinking that the people of Missouri have put behind the new Conservation program to date, there is every reason to believe that they will appreciate these fundamental necessities and will insist that this constructive program go forward even though it may mean some restriction of individual desires for a beginning period.

The Commission believes that this was the mandate of the people when they established the Conservation Amendment, and it pledges itself to consistently and steadfastly carry out that mandate as best it knows how, without favoritism or prejudice.

After all, when you stop to think of it, the objective of the Commission is exactly the same objective and desire that every hunter, fisherman, bird lover, or lover of the woods and the out-of-doors has: A greater abundance of all of these things so that all of us can enjoy an increased use of the surplus produced. The Commission receives no salary or no compensation beyond its actual travel expense on Commission business. It has no interest except the preservation and the restoration of these resources so that the people of this State can finally enjoy a more liberal use of them.

We in Missouri have one ambition: In the years to come, Missouri shall stand on top, not alone in the type of program she has initiated and is carrying on, but in the results achieved and in the generous supply of wildlife and forest resources which she maintains. There is no other state that has a finer foundation of natural conditions upon which to build. It is a challenge to every one in the state to set their sights on the ultimate goal and to push on.